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A COMPREHENSIVE DEVELOPMENT PLAN FOR THE CITY OF OAKLAND, CALIFORNIA

An application for an Urban Planning Grant under
Section 701 of the Housing Act of 1954, as amended

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December 7, 1964

**A COMPREHENSIVE DEVELOPMENT PLAN
FOR THE CITY OF OAKLAND, CALIFORNIA**

An Application for an Urban Planning Grant under Section 701
of the Housing Act of 1954, as Amended

Submitted by

OFFICE OF THE CITY MANAGER
OAKLAND, CALIFORNIA

Prepared with the assistance of

STANFORD RESEARCH INSTITUTE
MENLO PARK, CALIFORNIA



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PREFACE

In order to obtain financial assistance for the preparation of a Comprehensive Development Plan for Oakland, the City Manager, with the approval of the City Council, submitted an application on December 7, 1964, to the Housing and Home Finance Agency for an urban planning grant under Section 701 of the Housing Act of 1954, as amended. At the request of HHFA, because of a temporary limitation on the availability of federal funds, an amendment to the application was subsequently made on April 15, 1965, requesting initial funding for only the first 12 months of the 27-month project. The work to be accomplished in the first 12 months will cost an estimated \$545,859 and includes Phase I, Coordination and Preliminary Research; Phase II, Detailed Research Design; most of Phase III, Collection and Organization of Basic Data; and about one-third of Phase IV, Studies, Analysis, and Special Surveys. This first stage of the project and a federal grant of \$385,200 was approved by HHFA on June 3, 1965. It is anticipated that the remainder of the project will be funded, as additional money is made available to HHFA. Oakland became eligible for an urban planning grant as a result of its designation in June 1964 as a redevelopment area by the Area Redevelopment Administration of the U.S. Department of Commerce.

The design of the proposed study and the preparation of the application were accomplished by members of the city staff and by Stanford Research Institute, under contract to the City. Both the description of the proposed work program, and the project budget, for the complete project, Sections UP205 and UP206 of the application, are provided herein in the same form as they were originally submitted to HHFA.

UP205 - DESCRIPTION OF WORK PROGRAM

Applicant

City of Oakland
City Hall
Oakland, California

The following official of the City of Oakland is authorized to represent the applicant:

Wayne E. Thompson
City Manager
Telephone: 273-3201; Area Code 415

Planning Area

The planning area covered by this application is the City of Oakland located in Alameda County, State of California. The population of Oakland according to the 1960 census was 367,548. The area within the city boundaries is about 60.3 square miles, of which about 7.2 square miles is water. Oakland is located near the center of the San Francisco Bay Area which is made up of nine counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma). The 1960 population of these nine counties was 3,638,939. Maps of Oakland and the Bay Area are given in UP205, Figures 1 and 2.

UP205 - Figure 1

(Map of Oakland to be included in HHFA application)

UP205 - Figure 2

(Map of the San Francisco Bay Area to be included in HHFA application)

Tabular Summary of Work Program

The tabular summary of the work program for which federal funds are being requested in this application is shown in UP205, Table I. The name of each work element, source of work, estimated time to complete the technical aspects of the work, and the estimated cost have been indicated in this table.

Project Budget

The project budget has been shown in Table I of UP205 and in UP206.

Description of Work Elements

The work necessary to develop a comprehensive development plan for Oakland has been divided into the following six phases:

Phase I - Coordination and preliminary research

Phase II - Detailed research design

Phase III - Collection and organization of basic data

Phase IV - Studies, analyses, and special surveys

Phase V - Development plans and programs

Phase VI - Final reports and hearings

The time required to complete the total project is expected to be 27 months. A generalized work schedule by project phases has been provided in UP204. In scheduling the work elements, careful consideration has been given to (1) the length of time necessary to complete each

TABULAR SUMMARY OF WORK PROGRAM,
PROPOSED COMPREHENSIVE DEVELOPMENT PLAN FOR OAKLAND, CALIFORNIA

<u>Work Element</u>	<u>Work to be Performed by*</u>	<u>Estimated Man-Months to Complete</u>	<u>Estimated Cost of Services</u>
<u>Phase I - Coordination and Preliminary Research</u>			
A. Preliminary Administrative Arrangements	City Staff	5.5	\$ 4,941
B. Coordination	City Staff Consultant A	3.3	2,965 2,400
C. Preliminary Data Collection and Determination of Data Availability	City Staff Consultant A	1.5	1,347 6,000
D. Literature Search	City Staff Consultant A	1.5	1,347 3,600
E. Preparation of Base Maps	City Staff	9.2	8,265
Subtotal			\$ 30,865
<u>Phase II - Detailed Research Design</u>			
A. Preliminary Analysis and Determination of Major Issues and Problems	City Staff Consultant A	10.0	\$ 8,983 12,000
B. Special Analysis of Demographic Survey	Consultant E Consultant F		10,200 1,200
C. Design of Research Program	City Staff Consultant A	10.3	9,253 12,000
D. Detailed Design of Major Data Collection Elements	City Staff Consultant A Consultant E Consultant G	12.9	11,588 10,000 7,000 1,000
E. Establishment of Planning and Statistical Areas	City Staff Consultant A	6.6	5,929 2,000
Subtotal			\$ 91,153
<u>Phase III - Collection and Organization of Basic Data</u>			
✓ A. Land Use Updating and Mapping	City Staff	33.0	\$ 29,645
✓ B. Inventory of Nonresidential Structures and Establishments	City Staff	52.0	46,713

Work Element	Work to be Performed by*	Estimated Man-Months to Complete	Estimated Cost of Services
C. Sample Survey of Residential Structures	City Staff	29.7	\$ 26,680
* (D) Tabulation and Mapping of Investment Activity	City Staff	8.0	7,186
* E. Tabulation and Mapping of Assessment and Land Value Data	City Staff	4.0	3,593
✓ F. Inventory and Mapping of Land and Buildings Owned and Rented by Oakland	City Staff	10.5	9,432
✓ G. Inventory and Mapping of other Major Governmental and Utility Holdings	City Staff	5.0	4,492
H. Urban Design Survey	City Staff Consultant B	3.2	2,875 5,000
I. Traffic Counts and Other Special Circulation Surveys	City Staff Consultant D	12.6	11,319 2,500
J. Demographic Survey	City Staff Consultant E	1.6	1,437 50,000
K. Special Economic Surveys	Consultant A Consultant G		16,000 12,000
✓ L. Data Processing	City Staff	21.5	19,314
Subtotal			\$ 248,186

Phase IV - Studies, Analyses, and Special Surveys

* A. Land Use Analysis	City Staff	10.0	\$ 8,983
* B. Blight and Environment Analysis	City Staff	6.0	5,390
* C. Study of Real Estate Investment and Building Development Patterns	City Staff Consultant A	8.2	7,366 6,000
* D. Land Availability Analysis	City Staff Consultant A	9.2	8,265 10,000
E. Special Survey and Analysis of Investment Requirements and Investor Attitudes	Consultant A		9,500
F. Bay Area Analysis	Consultant A		30,000
G. Economic Analyses and Projections for Oakland	City Staff Consultant A	2.0	1,797 55,000

Work Element	Work to be Performed by*	Estimated Man-Months to Complete	Estimated Cost of Services
H. Study of Future Job Patterns	City Staff Consultant A Consultant G	2.2	\$ 1,976 8,000 11,000
I. Projections of Future Demand for Land and Floor Space	City Staff Consultant A	12.2	10,960 16,000
J. Demographic Analyses and Projections	City Staff Consultant A Consultant E	2.2	1,976 20,000 15,000
K. Housing Analysis and Projections	City Staff Consultant C	7.6	6,827 20,000
L. Special Circulation Studies	City Staff Consultant D	8.7	7,815 5,000
M. Study of Civic Facility Requirements	City Staff Consultant A	11.7	10,510 5,000
N. Analysis of Selected Planning Areas	City Staff Consultant A	21.0	18,865 2,500
O. Urban Design Analysis	City Staff Consultant B	5.0	4,492 15,000
P. Fiscal Analyses and Projections	City Staff	10.2	9,163
Q. Analysis of Data Systems and Information Needs for Continuing Planning Program	City Staff Consultant A	4.4	3,953 15,000
R. Special Studies of Possible Programs for Economic Development	Consultant A		37,000
Subtotal			\$ 388,338

Phase V - Development Plans and Programs

A. Comprehensive General Plan	City Staff Consultant A Consultant B Consultant D	31.0	\$ 27,848 5,000 2,500 2,500
B. Neighborhood Plans	City Staff Consultant A Consultant B	25.4	22,817 4,000 2,500
C. Housing Plan	City Staff Consultant C	5.6	5,031 5,000

Work Element	Work to be Performed by*	Estimated Man-Months to Complete	Estimated Cost of Services
D. General Program for Renewal and Redevelopment	City Staff Consultant A	5.0	\$ 4,492 3,500
E. Rezoning Program	City Staff	9.0	8,085
F. Development of New Subdivision Ordinance	City Staff	4.0	3,593
G. Capital Improvement Plan	City Staff Consultant A	15.2	13,654 12,000
H. Economic Development Program	Consultant A		30,000
I. Data Maintenance System	City Staff Consultant A	5.0	4,492 10,000
J. Future Plans and Programs	City Staff Consultant A	2.0	1,797 2,500
Subtotal			\$ 171,309
<u>Phase VI - Final Reports and Hearings</u>			
A. Final Reports	City Staff Consultant A	38.1	\$ 34,226 28,000
B. Oral Presentations and Hearings	City Staff Consultant A	8.7	7,815 4,500
Subtotal			\$ 74,541
Other Staff Costs - administrative and secretarial	City Staff	63.55	\$ 57,088
Total City Staff and Consultants			\$1,061,480

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- * Consultant A - Stanford Research Institute - general consultant
 Consultant B - Urban Design Consultant
 Consultant C - Housing Consultant
 Consultant D - Traffic Consultant
 Consultant E - Survey Research Center (University of California)
 Consultant F - Research Advisory Committee (University of California)
 Consultant G - California State Employment Service Research Staff

element, (2) the timing of the needed information inputs and outputs of the various work elements, (3) the requirements of other city programs (some of which are already under way) for information that is to be generated by the Comprehensive Development Plan, (4) the most efficient use of city staff and consultants, and (5) the urgent need of Oakland for solutions to its problems.

The work elements are described below in the order in which they appear in the Tabular Summary. Those work elements which can be completed in the first 12 months of the project are described in greater detail.

Phase I - Coordination and Preliminary Research

The coordination and preliminary research to be performed in Phase I is a necessary first step in the total program of the Comprehensive Development Plan. The work to be accomplished in this phase will ensure that maximum use is made of existing information resources, and that the available study funds are used in the most effective manner.

A. Preliminary Administrative Arrangements

Upon acceptance of the project, certain administrative work of a one-time nature will be undertaken. Arrangements must be made for additional office space and equipment to accommodate the project staff. The budget estimates in UP206 for the rental of office space are based upon low rental rates and the minimum additional space needed for the

city project staff. The existing office space of the City Planning Department is not large enough to accommodate the increased staff required for the project, and no additional office space is available in City Hall. Accounting and filing systems must be set up to maintain the various records required over the duration of the project. These and similar administrative arrangements must be completed in order to get the project under way.

B. Coordination

Coordination with other economic, social, and planning studies in the San Francisco Bay Area and in California which are relevant to the work proposed in this application and with other government agencies and special use districts will be begun early in the project. The intensive effort to be made in this regard in Phase I is expected to form the basis for continuing close liaison during the remainder of the project. Although an investigation will be made of all relevant studies, both existing and proposed, particular attention will be placed upon those studies utilizing federal funds.

Preliminary contacts have already been made with the following organizations or study groups: Association of Bay Area Governments (ABAG), Bay Area Simulation Study (BASS), Bay Area Transportation Study (BATS), San Francisco Community Renewal Program, California State Development Plan, and Santa Clara County. It is believed that the basic purpose, concepts, and research approach proposed in this application are not in conflict with the

work of any of the above study groups. Instead the proposed study is expected to provide them with better information about Oakland than might otherwise have been possible, particularly with respect to land use, employment, and the future plans of the city. Similarly, a number of outputs from studies being conducted by these organizations are expected to be important to the work proposed in this application, especially in achieving a better understanding of Oakland in the larger contexts of the Bay Area and California.

Additional coordination in greater depth will ultimately be required with these and other groups. For each study the exact scope, content, and timing of various information inputs and outputs must be determined for those items relevant to the Oakland study, and the methodology used for the study must be carefully investigated. This information must then be analyzed to determine the extent to which it can be utilized and what additional information might be collected by them that would be useful to Oakland. At the same time an investigation will be made of the ways in which information to be generated by the Oakland study can assist these other studies. The various future information inputs and outputs between Oakland and the other study groups will then be established jointly. Not only will this include who is to provide the information, but the exact content, format of presentation, methodology, and scheduling must be mutually agreed upon. In addition, procedures must be set up for a continuing coordination effort throughout the term of the

project. In order that these tasks be carried out, it is expected that a series of conferences and discussions with the staffs of the various study groups will be necessary. Initial plans for some of these meetings have already been made.

Besides the specific studies already mentioned, these coordination efforts must include other studies, programs, and organizations in the area which are expected to be relevant to Oakland's study. For instance, coordination must be maintained with the efforts of the Oakland Interagency Project, the Port Authority, special use districts, and the programs in Oakland of the Area Redevelopment Administration and the federal anti-poverty and job training programs. Other groups dealing in urban research, such as the University of California, must also be contacted.

C. Preliminary Data Collection and Determination of Data Availability

An intensive survey of all available data relevant to this study (including certain information concerning the Bay Area and California) will be initiated early in the project in order to form a firm foundation for the research design in Phase II. This data search will be directed toward locating information relating to land use, age and condition of structures, amount of floor space, and number of dwelling units; land values, rental rates, and occupancy factors; investment, retail sales, employment and unemployment, labor force characteristics,

and similar economic considerations; commute patterns and job distribution; population distribution and demographic characteristics; tax rates, assessments, and public plans, programs, and policies; and similar factors important to the study. A search will be made of the files and records of relevant city departments and other public and private sources both in Oakland and elsewhere.

A detailed inventory will be made of all the located data, and the major published and readily available unpublished data will be collected. For those information sources the data of which have not been published or tabulated, samples of the raw data will be gathered and the manner in which they are presently being collected and used will be noted. This data survey will be conducted in such a way as to provide the necessary inputs for the development of a data maintenance system which is planned as a part of this study. Information must therefore be obtained about the present operations of existing data systems in Oakland and, in certain cases, for Alameda County and the State of California. Besides determining data availability, an investigation must be made of the data accessibility, reliability, and currency.

The work in this section will provide the information necessary to make the analyses upon which the research design in Phase II will be based. It will also allow a determination in Phase II of the new data which must be collected as part of the study and the more exact costs of obtaining it.

An outline report listing all of the data sources located, with a general description of the content of each source, will be published for use by the project staff and others in the City of Oakland.

D. Literature Search

A literature search will be made for books, previous studies, and journal articles which are relevant to the project. Use will be made of the libraries of various departments of the City of Oakland, consultants, the University of California, Stanford University, other colleges and universities, the State Library for California, HHFA, U.S. Department of Commerce, and possibly the Library of Congress. A primary purpose will be for the development of information concerning new research techniques which might be applicable in the Oakland study. In this way advantage can be taken of the latest techniques for urban analysis and planning. In some cases it may be necessary to contact certain local planning agencies directly in order to obtain interim reports for studies not yet completed but which are expected to provide major contributions to the techniques of urban research.

A second objective of the literature search will be to obtain historical data about Oakland, the Bay Area, and California for use in the later analyses. Certain governmental libraries are expected to be especially useful in this regard.

A bibliography for internal use will be prepared at the end of the literature search.

E. Preparation of Base Maps

In performing the long range planning studies included in this program, it will be necessary to have a set of base maps suitable for recording current land use data and analyzing land use trends, problems, and potentials. The major staff effort in this regard will focus on updating existing base maps. These maps, originally prepared in 1953, will be brought up-to-date by using current assessors block maps, city sewer maps, and a list of street changes to record street, block, and parcel line corrections. In addition, the 1953 maps contained information on net block acreages. These figures will be recalculated wherever changes have occurred.

This set will include 256 maps at a scale in which one inch equals 100 feet. After completion, these maps can be combined in a logical manner to facilitate the analysis of selected planning areas throughout the city. Also, the detailed information contained on these maps can be generalized on smaller scale maps for comprehensive planning purposes.

In addition to the base maps used in recording land use information, there is a need for additional maps of varying scales suitable for recording statistical data and analyzing various aspects of urban growth and development. It is anticipated that maps to be used for these purposes can be adapted from other maps currently in use in various city departments, and that the development of entirely new maps will not be necessary.

Phase II - Detailed Research Design

Having determined in Phase I the availability of various information resources, a more detailed research design can be developed than is possible to describe in this application. Because of the magnitude and complexity of the research effort envisioned and the number of different agencies and organizations to be involved during the project, the study program must be designed carefully and in considerable detail in order to ensure the most efficient use of the available resources. Furthermore, the ultimate viability of the Comprehensive Development Plan can be expected to be greatly influenced by the accuracy of the research upon which it will be based. As a consequence, the work proposed in this phase of the application is considered an essential part of Oakland's total program for a Comprehensive Development Plan.

A. Preliminary Analysis and Determination of Major Issues and Problems

Using the information collected in Phase I, a preliminary analysis will be made of Oakland's economy, population, and environment in the context of the Bay Area. This analysis will be made in general terms and will be carried only to the point necessary to determine those major issues and problems of Oakland critical to its future development. At the same time a preliminary determination will be made of the various action programs which would be possible for Oakland to undertake as a part of its Comprehensive Development Plan. From this analysis a

clearer indication would be obtained of some of the critical subject areas which must receive special attention during the project. In addition the kinds of data and the extent of detail necessary to answer certain questions and to determine the nature and feasibility of various action programs can be better established and estimated. The research program will then be able to be consciously directed toward the achievement of certain specific objectives rather than being conducted without a real understanding of what must be accomplished.

B. Special Analysis of Demographic Survey

A special analysis will be made of the demographic survey soon to be conducted in the Castlemont area of Oakland by the Oakland Inter-agency Project. The Castlemont area is located in the southern portion of the city and has a population of about 60,000. This area is believed to have many of the same characteristics as other areas of the city. Therefore, an analysis of this survey will be extremely useful in helping to structure the demographic survey of the entire city to be conducted in Phase III. It will be useful in determining the kinds of questions that are important and how they should be phrased; the interview techniques which can be expected to be most successful; the extent of cross-tabulations desirable and, therefore, the size and structuring of the sample necessary; and similar considerations. (See UP205, Phase III, J, for a description of the demographic survey proposed in this application).

By making a special analysis of the Castlemont survey and how it was conducted, advantage will be taken of earlier demographic work. Not only should the costs for developing the city-wide demographic survey proposed in this application be reduced; but, perhaps more important, the quality and usability of the information to be provided should be significantly improved.

C. Design of Research Program

A comprehensive design of the overall study program will be undertaken before any major efforts are made for the collection of original data in Oakland or in other areas. It is hoped that in this manner any work which might be of limited value to the total program will be avoided. The research design will take into account the existing information as determined in Phase I, and the work scheduled to be done by other agencies who were contacted during the Phase I work. During the course of the research, information must be developed and analyzed which will be responsive to the major issues and problems which Oakland faces. At the same time the feasibility of various action programs which the city might undertake must also be established and, therefore, the information necessary to make these determinations must also be developed. Furthermore, where it is established in Phase I that certain information would be provided by Oakland to other planning agencies, the research must be designed so that the information developed will be in a form, and be available soon enough, to be useful to these agencies.

The research design will include all of the major work elements in Phases III through VI for which funds are requested in this application. To the extent possible, the design will be specific in indicating the kinds of information to be developed, the form in which it will be presented, how the information will be collected, and who will be responsible for each aspect of the work. The required information flows between various work elements will be delineated, and the content and timing of these information flows will be established. Because of the expected complexity of the total study program, Critical Path or PERT techniques will be used in developing the research schedule. It is also planned to make maximum use of any new research techniques which appear to be useful and which were identified in Phase I.

Besides being directed towards the work necessary to complete the Comprehensive Development Plan, the research design will also take into consideration the various needs of a data maintenance system for the City of Oakland. Some sort of data maintenance system for Oakland is considered important to ensure that the work to be done in this study remains useful to the community on a long-term basis. By developing certain of the data in the Comprehensive Development Plan studies in such a way that they can be kept current, it is hoped that the cost of future planning studies can be reduced. As a result, it is planned to begin the data maintenance system studies of Phase IV (See UP205, Phase IV, Q) soon enough to be useful to the research design. The

actual operation of the data maintenance system for Oakland, however, is not planned as a part of this project.

Upon completion of the research design and related work in Phase II, a report will be issued describing the final research program, job responsibilities, and schedule. This report will be useful to each member of the project team in understanding the relationship of his work to the total program, and the sorts of information which are being developed by others and which would be of use in his own work. Duplication of effort and misunderstanding as to job responsibility can therefore be avoided. It is expected that the report will also be of interest to other studies under way in the Bay Area. A copy of this report will be furnished to HHFA.

D. Detailed Design of Major Data Collection Elements

In the overall research design, the inventories and surveys of such factors as nonresidential structures and land use, establishments, dwelling units, and population will be designed in detail. Because of the magnitude of the work involved in these surveys and the importance of the information which they are to provide, careful design is necessary in order that they will be conducted in the most efficient manner. The use of sampling techniques and the possibility of a single survey providing information for more than one element of the study will be explored.

The procedures for the conduct of the surveys of land use,

nonresidential buildings and establishments, and residential structures must be carefully planned and integrated. (See UP205, Phase III, A, B, and C for a description of these surveys.) For example, since the land use work is to be an updating effort with field work to be held to a minimum, it is important that the surveys of residential and nonresidential structures serve as a vehicle for obtaining land use information for those parcels where city records or aerial photos indicates a change in land use may have occurred since the 1953 land use survey. Data collection forms must be designed and systems for classification and coding must be established for each of the surveys. Detailed directions for the conduct of the surveys also must be written because of the large number of different people who will be involved in making these surveys. In addition, procedures for checking field-collected data for accuracy and completeness will be necessary.

The demographic and special economic surveys are expected to be conducted on a sample basis. (See UP205, Phase III, J and I, for a description of the work proposed in these surveys.) Separate questionnaires must be developed for each survey which will provide the information which the research design determined to be necessary for the total program. These questionnaires must not only be designed to eliminate bias in the answers given, but must also consider how certain information can be elicited successfully from the questionnaire respondents. The questionnaires will then be tested in the field through a small pre-test survey, and the

results of this survey will be analyzed. The questionnaires will then be rewritten as required and printed in their final form. The final interview and survey techniques to be used must also be developed, and the sample to be interviewed must be selected using scientific sampling techniques. In order that the completed survey results have statistical reliability, it will also be necessary to determine beforehand how the data will be manipulated and the extent to which analyses will be made by geographic sub-areas of Oakland.

E. Establishment of Planning and Statistical Areas

Coincident with the research design, the planning and statistical sub-areas of Oakland to be used in the various studies and analyses will be established. The basic statistical area now existing is the census tract, and a great deal of information is already developed on this basis. The location of the existing census tract boundaries will be carefully analyzed in order to determine the usefulness of this sub-unit for planning purposes. To the extent practical, the initial planning areas to be used in this study will probably be coterminal with the boundaries of census tract groupings. However, it will also be important to consider land use homogeneity, degree of stability, neighborhood identity, and similar factors in the establishment of these planning areas.

Phase III - Collection and Organization of Basic Data

A major effort is planned for the collection and organization of basic data necessary for the various analyses and studies required to develop a Comprehensive Development Plan. The exact scope and content of the work in this research phase will depend upon the findings in Phases I and II. It is expected, however, that the content of the various work elements will be essentially as described below. Except where otherwise noted the data will be collected for the City of Oakland only.

A. Land Use Updating and Mapping

In 1953 an extensive land use survey was undertaken in the City of Oakland. Rather than launch an entirely new survey it is considered more economical to update the 1953 survey by revising the land use classification system where necessary and recording changes in land use as indicated by current aerial photographs and Sanborn maps. This information will be supplemented by data derived from semimonthly lists of building permits prepared by the Building Department, and from the inventory of nonresidential structures and establishments. (See UP205, Phase III, B.) The results of the inventories of land and buildings owned by the City of Oakland and other major governmental and utility holdings in the city will provide additional inputs into the land use updating effort. (See UP205, Phase III, F and G.)

The data derived through these efforts will be recorded in both graphic and tabular form. The set of 256 base maps prepared for this purpose will be utilized. Also, as additional data becomes available from the other programmed surveys, punch cards or electronic tapes will be produced for each block summarizing land use and other relevant data. There are approximately 4,000 blocks in the city.

The updated land use information, along with data obtained through the other surveys, will provide a key input to Phase IV in the analyses of historical trends in the physical and economic environment of the city and in making projections of future land use patterns and the spatial distribution of economic and other activities.

It is anticipated that this land use information will also be used by the Bay Area Transportation Study, the Bay Area Simulation Study, and the regional planning program being conducted by the Association of Bay Area Governments.

B. Inventory of Nonresidential Structures and Establishments

Some of the major indicators of the economic health and vitality of the city are the number and condition of nonresidential establishments and structures. Since no complete inventory of these facilities exists, and since the land use updating program will not provide sufficiently detailed information for a complete analysis, it is proposed that a 100 percent survey be carried out as a part of this program. A survey of this type will provide detailed information on

floor space, number of employees, vacancy rates, and some general information concerning the condition of the structures.

This survey, to be conducted by fire department personnel, will cover all of the approximately 10,000 nonresidential establishments located in Oakland in 6,500 structures. The data collected through this survey will provide key inputs for updating the land use survey, in establishing trends and determining the existing character of commercial and industrial activity, and in estimating land availability and the future demand for different land uses and new construction of these types of facilities.

After the field survey is completed by the fire department, planning staff personnel will perform follow-up interviews where necessary. The data will then be coded and placed on punch cards. There will be approximately 16,500 cards.

C. Sample Survey of Residential Structures

In order to gain sufficiently detailed insights into the problems and potentials for the planning and development of housing and residential land use in Oakland, it will be necessary to obtain current information on the existing situation in the community. To procure this information a 10 percent sample survey covering about 10,000 of the 100,000 residential structures and 145,000 dwelling units in the city will be undertaken. The survey will be designed to supply data on selected characteristics such as age and condition of structures,

vacancy rates by area and type of structure, and the rate of owner occupancy. The data derived from the survey will serve to update and supplement data available in the 1960 Census of Housing.

The survey will be conducted by qualified staff members in the Housing Division. A limited sample will be made of all dwelling units in Oakland with more intensive sampling of multi-family structures and in the known problem areas of the community.

The information obtained through the survey will be essential for identifying the major trends and patterns in the characteristics and supply of housing and residential land uses and for determining land potentially available for redevelopment for existing uses or for conversion to other uses. This survey will be a major input to the land availability analysis and will serve as a basis for more detailed housing and neighborhood analyses.

D. Tabulation and Mapping of Investment Activity

In performing the economic analyses it will be necessary to obtain information concerning the pattern and magnitude of investment activity throughout the city. These data will provide the basis for analyzing historical trends, for estimating future levels and types of investment, and for determining the areas of the city in which new investment is likely to occur.

Using the Building and Housing Department's monthly listings of building permits, cost of construction and dwelling unit data will be

tabulated and mapped by statistical areas, year, type of action, and type of building. This effort will be conducted in conjunction with the land use updating program, which also is based partially upon building permit data. Data covering the last ten years will be tabulated. Since there are approximately 3,000 permits for new construction and additions issued each year, the feasibility of using sampling techniques and electronic data processing methods will be investigated.

E. Tabulation and Mapping of Assessment and Land Value Data

The value of the land in any particular part of the community partially determines the type of land use likely to occur in that area or on a specific site. In turn, new construction projects undertaken by public or private agencies have a definite impact on the value of the land surrounding the project. Also, the land values may determine the feasibility of undertaking various types of investment programs.

Because of the importance of land values in future development planning, a special survey of assessment data and a selected sample of real estate transactions will be conducted. The acreage of assessed land and the assessment per acre for each block will be determined and added to block assessment data on punch cards furnished by the County Assessor. Use will be made of the net block acreage figures calculated as a part of the land use updating effort. These data, when combined with the land use information, will give an indication of the amount of tax exempt land in the city and will supply valuable inputs to the land

availability analysis.

The analysis of the real estate transactions will be used to substantiate the ratio of assessed-to-actual-value of the land and the rate of turnover by type of land use and by area of the city.

When this information is combined with data from the investment analysis, the planners will be in a better position to evaluate development proposals in terms of their feasibility and their impact on the character and value of the surrounding area. Also, they will be in a position to estimate the probable pattern and intensity of land use in the future.

F. Inventory and Mapping of Land and Buildings Owned and Rented by Oakland

An inventory of all land and buildings owned or rented by the City of Oakland will be tabulated and mapped. The information obtained from this inventory will later be used in preparing a detailed capital improvement program and will be a valuable input to the land use updating effort.

Since a comprehensive list of city land holdings does not exist at present, a questionnaire will be composed and distributed to all of the relevant departments within municipal government. The results of this questionnaire should provide sufficient information for analyzing the current position of the city in terms of the amount, distribution, and adequacy of its current land and building holdings and for estimating

future requirements to accommodate expansion or improvements in existing municipal programs.

G. Inventory and Mapping of other Major Governmental and
Utility Holdings

An inventory, less intensive than that indicated in Phase III, F, will be undertaken to ascertain the amount and distribution of major land holdings by special districts, county, state, and federal governments and other large private and public utilities. Questionnaires will be sent to appropriate governmental agencies. Taxation maps prepared by the State Board of Equalization will be utilized to obtain information on major utility land holdings. This survey will provide important data for use in the land use updating program and for estimating future public and utility land requirements within the City of Oakland.

H. Urban Design Survey

Recent studies indicate that urban esthetics and environmental amenities are becoming increasingly important considerations in promoting economic growth and development. As a part of this program, a qualified consultant will undertake a special urban design survey which will seek to identify those physical features and visual elements that compose the basic form of the urban structure and provide variety, character, and life in the urban environment. Also, the survey would reveal those architectural and esthetic resources that should be preserved or enhanced in future planning programs.

The results of this survey will provide the basic framework around which land use and development plans can be designed to take maximum advantage of existing physical and visual resources and to ensure compatible architectural and urban design in the future.

I. Traffic Counts and Other Special Circulation Surveys

The Bay Area Transportation Study (BATS) will be relied upon to provide much of the data and analysis that is normally associated with a thorough physical planning study. BATS is due to be undertaken almost concurrently with the Oakland study and is expected to include surveys and analyses of Oakland's circulation patterns in depth. Intensive effort and coordination will be necessary in order to provide supplementary data to BATS and to establish a study framework for Oakland so that the proposals and information provided by the BATS study can be integrated into the Oakland program for a Comprehensive Development Plan.

Although it is expected that the work of BATS will be used as the planning basis for future circulation needs of the City of Oakland, it is anticipated that some special circulation surveys and studies will still be needed to complete a Comprehensive Development Plan for Oakland. Certain existing circulation deficiencies require solution. Furthermore, some of the physical design concepts which will be proposed as a part of the Comprehensive Development Plan (See Phase V) will require some special circulation analyses before these plans can be reasonably finalized. Traffic counts of certain streets and special circulation

surveys of selected sub-areas of the city or of specific problems will therefore be undertaken as a part of the Comprehensive Development Plan (e.g., surveys relating to parking requirements, pedestrian flows, and utilization of public transportation facilities). Extensive surveys are not anticipated, and the funds budgeted for this purpose in this application are expected to be sufficient for these purposes.

J. Demographic Survey

A sample survey of demographic and economic characteristics of the entire resident population of Oakland is planned as an important part of the study program. Because substantial changes in the characteristics of the resident population in Oakland occurred between 1950 and 1960, and since there is no reason to believe that additional significant changes have not occurred since then, it is not considered reasonable to base the Comprehensive Development Plan upon just the information provided by the 1960 U.S. Census. By the time the development of this plan is scheduled to be completed, the Census information will be seven years old.

The survey will be used to collect basic demographic information such as the number of occupants in each household and the age, sex, and race of each occupant; marital status; school enrollment and years of school completed for those no longer attending school; the place of residence in 1960; and the family income. This information will allow updating of the 1960 Census information, which in turn will provide some insight into the population trends in Oakland. In addition, the same

survey will be used to develop information about the skills, occupations, industry type, and place of work for the Oakland labor force; the number of unemployed and information about their characteristics; and information concerning the job mobility of Oakland residents. In addition, the survey will provide information about the retail purchasing patterns of Oakland residents. The data from this survey will be used by the various economic and demographic studies in Phase IV and will be helpful in describing Oakland's role in the Bay Area. Much of this same information also is expected to be of value to the various other government programs now going on in Oakland or planned in the future which are concerned with Oakland's labor force and its unemployment problems.

As stated in Phase II, the survey will be conducted using a scientifically selected sample. A sample of approximately 3,000 households is expected to be necessary to provide adequate statistical reliability for the various cross-tabulations and analyses by geographic sub-areas which are expected to be made. Because of the extensive amount of information which should be gained from this survey, several different sets of questionnaires and sub-samples will be used. The basic demographic information will be collected in all of the interviews, whereas some of the subsidiary information will be obtained from selected households. As a result, the length of each individual interview may be shortened, and the size of the sample for each category of questions will be tailored to the particular needs of the study in which the information will be used.

During the course of the survey certain callbacks and other checks will be made in order to ensure that the interviews are actually being conducted as directed. When the interviews are completed, the information will be coded, keypunched, and tabulated using electronic data processing equipment. Because of the multi-use aspects of the demographic survey, a considerable number of different tabulations and printouts are expected to be required for the proposed planning program.

K. Special Economic Surveys

Special economic surveys will be necessary in order to develop some of the information required by the various study elements in Phase IV. The survey by the fire department of nonresidential establishments, (see UP205, Phase III, Item B) together with existing information available from the California State Employment Service, is expected to provide the basic economic information of number of employees by economic activities within Oakland. However, it is not considered practical to use this survey by the fire department to collect the additional economic information which will be needed because: (1) it is not considered necessary to collect this additional information on a 100 percent-sample basis; (2) inclusion of additional economic questions in their survey would greatly increase the elapsed time necessary for the fire department survey and the total man-effort which would be involved; and (3) the sorts of question to be asked require a specialized background on the part of the interviewer which would be generally foreign to the sort of

training which can be expected of the fire department inspectors.

The economic surveys would be conducted on a sample basis, using a stratified sample of industries or business establishments. The largest and most important firms would probably be contacted on a 100 percent basis, with the percentage of firms sampled diminishing significantly as the size of the firms decreases and the number of firms in each size category increases. The surveys would be used to provide information on the number of employees by job classifications, and employers' estimates of anticipated changes in employment needs. This information will be used in the economic projections and in the analyses of future job patterns for the Oakland labor market. (Because of the ability of workers to commute to jobs located outside of the community in which they live, some of the survey work relating to future job patterns must include other parts of the Bay Area.) The economic burden placed upon the city and its government resulting from the present underutilization of its labor force affects Oakland's competitive position for growth. The extent and rate at which this situation can be changed is a necessary consideration in any meaningful projection of Oakland's future economic role in the metropolitan region. Furthermore, the information developed in this regard should prove useful for planning purposes for those federally-assisted programs in the Bay Area concerned with unemployment and poverty problems.

In addition, the special economic surveys would also be used

to develop information on the markets served by the establishments located in Oakland. Data would be developed on a sample basis for the amount of goods and services sold by geographic sub-areas as to where these sales were made, (i.e., Oakland itself, the East Bay, Bay Area, California, etc.). The economic studies in Phase IV could then relate this information to the statistics provided by the Censuses of Manufactures and Business in order to better define the economic role of Oakland in the Bay Area. The interdependency of the Oakland economy and the economies of the entire Bay Area and the State of California is expected to be a significant factor in estimating the future prospects for the city.

As an additional input for the analyses of Oakland's role in the Bay Area, the economic surveys will be used to gather information from employers on the place of residence, by type of economic activity, of employees of establishments located in Oakland. Where businesses do not have this sort of information, permission will be requested from selected employers to undertake a direct survey of their employees. In conducting some of these surveys it is expected that employer survey forms and instructions will be mailed to the selected sample of establishments, and specially trained personnel will be provided as needed to assist the employers in completing the survey. The California State Employment Service is expected to provide some of the assistance in conducting these surveys. Extensive follow-up procedures will

probably be necessary for dealing with nonrespondents and for the collection of the actual survey data from the employers. The survey information will then be edited, coded, key punched, and tabulated by electronic data processing equipment as required.

L. Data Processing

A massive amount of data will be developed by the various surveys proposed in Phase III. The processing of the data collected by the city staff will be the responsibility of the Auditor-Controller Department. This department will keypunch and verify the data, program the city's computer, and operate the various electronic data processing equipment. The staff cost for this work has been included under this line item. The costs for the machine time is listed separately in UP206, Form H-6703.

Phase IV - Studies, Analyses, and Special Surveys

The various studies and analyses in Phase IV will provide the necessary foundation upon which the Comprehensive Development Plan will be based. The work will help to indicate what plans and programs should be included in the Comprehensive Development Plan, will provide information on the sorts of urban development for which it is reasonable to plan, and will provide information needed to evaluate the feasibility of various alternative action programs.

A. Land Use Analysis

Using the information developed in the surveys in Phase III, analyses will be made of existing land use patterns in Oakland and the changes in land use which have occurred over the years, particularly since the last land use survey in 1953. In addition, the relationships between the existing land use and present zoning will also be investigated. These analyses will be useful in understanding the land development patterns of the city and in planning physical development programs for the future. The analyses are also a required input for the economic studies portions of the program, since much of the economic and social activity in an urban area is manifested in physical development. Similarly, the physical environment influences economic and social development, and vice versa.

B. Blight and Environment Analysis

Analyses will be made of the degree and locations of urban blight within Oakland and of existing environmental deficiencies and trends. By mapping and analyzing the data collected in Phase III, B and C, concerning the condition of structures, an insight will be gained into the problems of blight and deterioration faced by the city. In addition, the extent of compliance with local codes and ordinances will be studied in general terms, and information will be developed concerning the need for additional enforcement and/or new or amended city codes and ordinances. These and other factors affecting the physical environment will be studied and related to various sociological and economic information to be provided by tasks also programmed for this phase of the study effort. The basic causes of certain physical and environmental problems can thereby be better understood, and the potential for environmental changes by location in the city can be projected and programmed more realistically.

C. Study of Real Estate Investment and Building Development Patterns

Based upon the information developed by the surveys in Phase III, along with some additional limited field work and information provided by other urban planning studies in the Bay Area (e.g., the Bay Area Simulation Study, the San Francisco Community Renewal Program, and the work of the Association of Bay Area Governments), a study will be

made of real estate investment and building development patterns in Oakland and, in a more limited way, for the Bay Area. An indication will thus be gained of the kinds and locations of future development patterns.

D. Land Availability Analysis

An analysis will be made of the land availability in Oakland. It will include both existing vacant land and land having a potential for redevelopment and/or change in its use. The amount, location, cost, and other characteristics will be investigated. Since the major portion of the land in Oakland is already developed, the potential for additional growth in the city is significantly influenced by the availability of land. The relative ability of the city to attract different sorts of activities and the capacity of the city to accommodate these activities must be understood. A general study of land availability and the relevant characteristics of the land elsewhere in the Bay Area will be made as it relates to the competitive ability of Oakland to attract different sorts of economic activity.

E. Special Survey and Analysis of Investment Requirements
and Investor Attitudes

A special survey and analysis will be made of businessmen and investors concerning their attitudes about Oakland in terms of the investment requirements of their organizations. Special attention will be placed upon those businesses which have moved out of Oakland and

those which have recently located or expanded within the city. This survey is expected to provide an insight into the problems of the city relating to its future economic development potential. Information on the advantages and disadvantages of the city, both real or imagined, will be obtained from the point of view of the investor. Correction of the indicated problem areas must be taken into account in the economic and physical development portions of the Comprehensive Development Plan.

F. Bay Area Analysis

In order to understand the economy of Oakland and to be able to project its future, it is necessary to know Oakland's place in the economy of the metropolitan area of which it is a part, and to project the future of that area's economy. Oakland is not an isolated community; rather it is a part of a much larger urbanized area. It is an important core city in the San Francisco-Oakland metropolitan area, and shares a central role with San Francisco. Typically, to understand the future of a central city, it is necessary to project the future of the whole metropolitan area and to project the share of growth for the central city. An especially thorough analysis of the internal structure of the region is necessary in this case because of the presence of more than one central city. Thus, the roles of central and noncentral city functions and the competition between central cities must both be analyzed. The work proposed in this section will provide the necessary foundation for the economic analysis and projection of Oakland, which are described in

UP205, Phase IV, G. This task will utilize suitable data and projections available from other recent or current economic studies of the Bay Area.

The Bay Area economy will be projected to the extent that new or refined economic projections are necessary for an understanding of Oakland's ability to influence its future growth. For those major industry sectors deemed important to Oakland (e.g., warehousing, transportation, etc.), projections will be made by major geographic sub-areas. The projections will be made by analyzing past trends in the selected industry sectors, including both total change in the Bay Area and locational characteristics within the area. Tendencies for establishments in certain industry sectors to cluster in proximity to one another, in other industry sectors to disperse, and in other industry sectors to require certain specific site attributes (e.g., dock facilities, downtown locations, large parcels of land, etc.) will be especially noted. An important task of this part of the research will be to identify industries within the Bay Area that might be in the process of, or candidates for, shifts in location.

To identify candidates for location shifts, the relative advantages and disadvantages of the geographic sub-areas in the Bay Area will be studied and matched with industry requirements. In this connection, questions of labor force characteristics, site accessibility, land costs, tax rates, and others will receive attention.

As noted above, primary attention is to be given to industry

sectors that have been determined in Phase IV, G, to be particularly critical to Oakland's future. The results of the sensitivity analysis to be made in the economic studies of Oakland itself (See UP205, Phase IV, G) are expected to limit the number of different economic activities for which detailed projections must be made on a regional basis.

To project industry sectors in the Bay Area, it is necessary to know the principal market orientation of each sector being projected. For industries serving markets outside the Bay Area, it may be necessary to project both the total market for the products sold by that sector and the share that can be expected to be sold by Bay Area firms. Thus, if precision instrument manufacturing is deemed important for Oakland, and if Bay Area instrument firms sell primarily in a national market, then it is necessary to project the size of the total precision instrument market nationally, and to project the future share that Bay Area firms may expect. The projection of share depends upon an evaluation of the competitive advantages of Bay Area firms vis-a-vis firms in other locations.

For defense, aerospace, and nuclear industries, a principal consideration is the size and composition of the federal budget. An analysis will be made of the probable direction of federal spending, both in terms of its total and composition. It is possible that alternative projections will be made for these industries, based on alternative

hypothesis regarding future federal budgets.

In order to accomplish the required economic analysis of the Bay Area with minimum new effort, it is anticipated that extensive use may be made of the information to be provided by the California State Development Plan, BATS, BASS, the San Francisco CRP, and similar studies with which close coordination is to be maintained. (See UP205, Phase I, B). For example, it is particularly hoped that the regional analysis of the California State Development Plan will provide basic projections for industries in the Bay Area. Certain information on present and future industry location within the Bay Area is expected to be available from BASS. Furthermore, portions of the simulation model to be developed by BASS may be of use to Oakland in making some of the economic projections necessary for the Comprehensive Development Plan. In addition, considerable use will be made of the U.S. Census of Manufactures and Census of Business, which are expected to be available early in 1965. As a result, the various studies of Oakland can be much more sensitive to the city in its regional context than would otherwise have been feasible.

G. Economic Analyses and Projections for Oakland

The work in this section will provide economic projections for Oakland by major sectors of its economy. The final projections will be distributed spatially by geographic sub-areas of the city (determined in Phase II) in order to form a basis for development of the comprehensive general plan, neighborhood plans, and future traffic studies. It is

also anticipated that the projections will be made in such a way as to show the expected effects of (1) no change in present programs and policies by Oakland, and (2) adoption and implementation of several sets of alternative policy and action programs by Oakland. The economic analyses in this section, therefore, will provide a basis for evaluating the desirability, feasibility, and economic impact of the plans and programs which ultimately make up Oakland's Comprehensive Development Plan (See UP205, Phase V). In addition, the economic projections will provide a foundation for estimating the future demand in Oakland for new floor space and land (See UP205, Phase IV, I). Without detailed economic analyses there would be no assurance that the plans and programs for Oakland's future development would be economically realistic and capable of achievement. The work will be based upon a comprehensive analysis of Oakland's past and present economy.

Using the data from the California State Employment Service and the information from the establishment survey described in Phase III, B, statistics on the total existing employment in Oakland will be developed by major economic sectors and by geographic sub-areas of the city. To arrive at these statistics, considerable manipulation of the data will be necessary, since the data from CSES do not cover all types of workers or activities and do not always provide the address for the actual place of employment. Past trends in economic activity and employment in Oakland will be analyzed by sectors, and the reasons for

significant changes will be investigated. In some cases these reasons for past changes will provide clues as to possible actions which might be taken to enhance Oakland's future development.

Analyses will also be made of the retail sales patterns in Oakland and the purchasing habits of its residents. (The inclusion of certain questions in the demographic survey described in UP205, Phase III, J, is expected to provide some of the information needed for these analyses). At the same time, an assessment will be made of Oakland's locational advantages and disadvantages for different economic activities.

Since many of the analyses throughout the overall program are inter-related, and since many of the tasks depend upon results of others, econometric models of varying degrees of complexity can be used in making projections. Disaggregated multiplier models, input-output, linear programming, and econometric time series models are all possibilities. Which models are used depends upon the quantity and quality of the data available for use in the model, the questions that need to be answered, and the sensitivity of the projections to variations in the parameters of the model. The proper model (or models) to employ in carrying out the economic analysis is part of the research effort and cannot be determined in advance. As a result, an investigation of the most suitable model(s) for making the necessary projections will be made early in the work proposed in this section.

Regardless of the model selected, the following steps are involved in the economic analysis of Oakland:

(1) Sensitivity analysis will be conducted to determine the possible ranges of growth or change in various sectors, depending upon the findings of other studies in Phase IV regarding availability of land, floor space, potential for renewal, etc. This analysis will result in a list of economic activities (e.g., warehousing, production, engineering, clerical, etc.) and industrial sectors (electronics manufacturing, retail trade, business services, etc.) that have the best chances for affecting Oakland's future. This information will be the basis for more detailed regional analysis in Phase IV, F.

(2) The projections of industry growth and change in location in the Bay Area in Phase IV, F, will provide the basis for projecting employment, sales, production, or other measures of economic activity in Oakland.

(3) Multiplier models will then be used to project employment in activities serving only Oakland markets (e.g., consumer services, retail trade, etc.), taking into account any trends found by surveys conducted in Phase III for Oakland residents and businesses making more or less of their purchases within Oakland.

(4) Commuting to and from Oakland for work will be projected on the basis of observed trends in commuting, and on the basis of the projections of jobs made in this phase and of population made in

Phase IV, K. Commuting is the result of differing location patterns of jobs and residences. The existence of cross-commuting will be examined to determine if a divergence exists between the occupational requirements of Oakland jobs and the occupations of Oakland residents.

H. Study of Future Job Patterns

A study of future job patterns will be made using some of the data developed in Phase III, K, as a major input. In addition, information from previous available studies on this subject and from the economic studies concerning Oakland itself described above will be used in the various analyses. Economic analyses and projections are generally made in terms of total employment by industry sector. Future job patterns can, to a certain extent, be directly extrapolated from the existing job patterns and information on future employment by industry sector. However, this sort of analysis would not reflect the changing job patterns that might be occurring within that particular economic sector. For example, although the total employment within a manufacturing activity might be increasing, the number of production employees might actually be declining; the total increase might be a result of an increase in the number of clerical, warehousing, and similar employees. Such changes in job patterns are important to understand because of their potential impact upon the future development patterns of Oakland. The ability of the city to attract certain economic activities is related to the labor force requirements of these activities and the characteristics of the

labor force which can be offered by the city. The solution to Oakland's existing unemployment problem in the long run is similarly related to expected future job patterns within the community. Furthermore, the demand in Oakland for different kinds of building space, such as office space, is also partially dependent upon the future job patterns of the community's economic activities.

I. Projections of Future Demand for Land and Floor Space

Projections of the future demand for land and different types and amounts of floor space are necessary as a basis for physical planning. Existing floor space inventories and their condition will be analyzed, and estimates will be made of the amount and rate at which this floor space will be replaced due to obsolescence and similar factors. Changes in the floor space requirements per employee or unit of business volume will also be studied, as this factor in itself can significantly influence the demand for new or additional space. This information will be combined with the projections of future economic activity in Oakland (See Phase IV, G) in projecting the future demands for floor space within the city. The projections will be made by type of space, such as office, retail, industrial, and other commercial activities, and will be allocated by different geographic sub-areas of the city. Projections of changes in existing land use requirements will be made in a similar fashion.

J. Demographic Analyses and Projections

Demographic analyses for Oakland will be made based upon U.S.

Census information and the demographic survey to be conducted as a part of this program. (See Phase III, J). Estimates of the size of Oakland's existing population by geographic sub-areas will be made by using U.S. Census information, building permit records on dwelling unit construction and/or demolition, records of utility companies, vacancy data developed from the survey of residential structures (See Phase III, C), and similar information. Projections will be then made of the size and characteristics of Oakland's future population. These estimates will include a distribution of the population by geographic sub-areas for the city. It is expected that mathematical models requiring the use of computers will be utilized in making these projections.

K. Housing Analysis and Projections

The existing housing inventory of Oakland will be analyzed using information from the U.S. Census and from the sample survey of dwelling units described in Phase III, C. Based upon this analysis and the demographic projections described above, estimates of the future housing needs of Oakland and the market demand for this type of construction will be made.

L. Special Circulation Studies

As explained in UP205, Phase III, I, special circulation studies of a relatively limited scope are planned as a part of the overall program and have been included in the project budget. The funds allocated for a traffic consultant are based upon estimates of the amount of consulting

time necessary to develop the various physical plans for the city.

M. Study of Civic Facility Requirements

Based upon the data collected in the survey described in Phase III, F, an analysis will be made of the existing inventory of city facilities. Estimates will be then made of the future needs for new facilities based upon the requirements of expanding government programs and services and the replacement requirements of presently inadequate or obsolescence facilities. This information will be used in developing the Comprehensive General Plan and the capital improvement program for the city.

N. Analysis of Selected Planning Areas

Physical planning analyses in depth will be made for those planning areas or neighborhoods considered critical to Oakland's future development. Rather than undertaking detailed neighborhood analyses for all sections of the city, primary attention will be placed upon areas such as existing vacant lands, industrial and commercial areas, high-density residential areas, and similar parts of the city for which detailed neighborhood plans will be developed in Phase V. Those parts of the city which are stable and do not have any major environmental problems would receive only limited attention.

O. Urban Design Analysis

An analysis of the urban design survey (see Phase III, H) will be made and recommendations developed as to ways in which future planning

can be used to enhance the esthetic resources of the city. These recommendations would then be used as one of the inputs in the development of the Comprehensive General Plan.

P. Fiscal Analyses and Projections

Fiscal analyses and projections will be made for the expected future revenues and expenditures of the city. This work will not only consider expected future governmental needs of the city and their costs, but will also take into account expected changes in revenues as a result of the projected economic growth of the community. These fiscal analyses and projections are necessary in order to develop a realistic capital improvement program for Oakland (see Phase V, G).

Q. Analysis of Data Systems and Information Needs for
Continuing Planning Program

During the course of this planning program a large amount of data will be collected, analyzed, and stored for future reference. In order to secure the maximum usefulness of this information on a continuing basis, it will be necessary to design a system for data collection, analysis, storage, and retrieval that will insure historical continuity, comparability, and availability. Also, the system should provide for automatic updating of the kinds of information required for day-to-day planning decisions and for formulating long-range plans and programs.

The analysis proposed here will seek to determine (1) the kinds of information required for effective decision making in the planning

process, (2) the quantity, quality, and sources of information currently available, (3) the need for supplemental data, and (4) the proper flow of information through the various stages of collection, processing, storage and retrieval. The costs for operating the data maintenance system are not included as part of this project.

The system will be designed to take advantage of Oakland's present computer capability (an NCR Class 315 computer with 30,000 digit memory) so that the system can be implemented as soon as possible. The study will be started early in the program and coordinated with the research design in Phase II of the program.

R. Special Studies of Possible Programs for Economic
Development

The various economic and planning studies to be undertaken are expected to indicate a number of different ways in which Oakland can influence its future development. Certain of these development possibilities are expected to be critical to Oakland's economic growth and future role in the Bay Area and, therefore, must be studied in some depth in order to provide an adequate information base for planning a realistic economic development program for Oakland. For example, an analysis will be made of the expected impact of the Bay Area Rapid Transit System upon Oakland and the ways in which the city can take full advantage of the development potentials offered by this transportation system. Similarly, a study will be made of the potential and actions necessary to develop Oakland's vacant lands such as those belonging to the Port of Oakland.

Phase V - Development Plans and Programs

A number of different plans and programs will together make up the proposed Comprehensive Development Plan for Oakland. Although each of these plans and programs are described separately, they are interrelated and must be developed in concert.

A. Comprehensive General Plan

A Comprehensive General Plan will be developed which includes the following items:

1. Overall Land Use Plan
2. Activity Distribution (residents and jobs)
3. Circulation and Transportation
4. Civic Facility Plan
5. General Areas for Renewal and Redevelopment
6. Physical Form Plan.

B. Neighborhood Plans

General statements will be made on all districts or planning areas of the city with respect to activities, land use, traffic, capital improvements, rezoning, urban renewal, public services, and similar factors. Detailed neighborhood plans, however, will only be prepared for those critical sub-areas of the city studied in depth in Phase IV, N. For example, neighborhood plans in depth would be made for such areas as the central district, Port lands and other shoreline areas, the hill

areas of the city, the area surrounding Lake Merritt, transitional areas and areas of mixed land use, and transportation corridors.

C. Housing Plan

Based upon the analysis and projections in Phase IV, K, a preliminary plan will be developed for meeting the future housing needs of Oakland. The plan will indicate the amounts of different kinds of housing needed and how provision of this housing can be achieved. The proposed distribution of this housing in the city will be indicated by general types and classes of residential structures.

D. General Program for Renewal and Redevelopment

A long-range program for the general renewal and redevelopment of Oakland will be developed in conjunction with the Oakland Redevelopment Agency. The kinds of treatment necessary to correct existing deficiencies (e.g., code enforcement, rehabilitation, clearance) will be indicated in general terms for geographic sub-areas of the city. Attention will be given to programs available through the Urban Renewal Administration and through California redevelopment laws. The decisions and additional work required to implement the redevelopment program will be outlined.

E. Rezoning Program

A program will be developed for rezoning the entire city as required in order to implement the Comprehensive General Plan and as needed to reflect the provisions of Oakland's new zoning ordinances.

F. Development of New Subdivision Ordinance

The present subdivision ordinance of Oakland was developed and approved in 1939. Although some additions and changes to this ordinance have since been made, a new subdivision ordinance which reflects modern planning concepts is needed and will be prepared as a part of the Comprehensive Development Plan for Oakland.

G. Capital Improvement Plan

A program will be developed which outlines the capital improvement needs of the city, the estimated cost of such improvement, financing alternatives, and the phasing and priorities for the various capital improvement elements.

H. Economic Development Program

An economic development program for Oakland will be developed based upon analyses of the economic and financial feasibility of alternative programs and policies. The elements to be included in this program will depend upon the research findings but will probably include such information as data on economic activities for which Oakland is best suited and ways in which they can be attracted; occupations or jobs for the unemployed and underemployed, and estimates of future changes in job patterns; detriments to growth and needed adjustments; restrictive local codes and ordinances and possible changes; needed government services (new or expanded); policies for the development of existing vacant lands; special economic stimuli, such as non-profit development

corporations; promotion programs for encouraging economic growth; and ways in which various federal assistance programs can be best utilized.

I. Data Maintenance System

Based upon the analyses of data systems and the information needs of the city for a continuing planning program, an operative data maintenance system will be designed for Oakland.

J. Future Plans and Programs

A description and schedule of future plans and programs will be developed for those items inappropriate for immediate implementation.

Phase VI - Final Reports and Hearings

Final reports and oral presentations will be prepared to assist in the implementation of the Comprehensive Development Plan.

A. Final Reports

Final reports will be prepared which incorporate the research information and the various plans which have been developed as a part of this project. It is expected that a final overall report will be prepared in condensed form for general distribution. In addition, a series of detailed subject reports will be written for use by decision makers and others with special information needs. The funds budgeted under this item include the cost of writing and editing the various reports, development of the necessary supporting graphics, and the cost incurred by the consultants in the preparation of their special reports. Reproduction costs for reports prepared by city departments have not been included.

B. Oral Presentations and Hearings

A series of oral presentations and hearings will be necessary to further the implementation of the Comprehensive Development Plan. Costs for outlining these presentations and preparing the necessary supporting graphics, along with the time necessary for delivering the presentations themselves, have been included. Extensive hearings which might be required subsequent to the presentation of the final report, and which are a part of continuing governmental functions, have not been included.

Relation of the Work Program to the Comprehensive Planning Program

The work proposed in this application relates directly to the comprehensive planning program of Oakland. Planning in Oakland has been a continuing process, and a significant amount of work has been accomplished over the years. However, in view of the rapid growth and changing development patterns in the Bay Area, it is believed that it is particularly appropriate at this time to review past decisions, update existing plans and programs, and undertake a planning program which is more comprehensive than has previously been possible.

A land use survey of Oakland and a population and economic analysis of the city with projections to 1980 were completed in 1953. With this information as a basis, a General Plan was completed in 1958 and was adopted by the City Council in February 1959. Recent district plans include the Medical Center Hill Plan, adopted in 1959; a General Neighborhood Renewal Plan for West Oakland, 1960; and a Central District Plan, which is based upon field surveys conducted in 1959 and is scheduled for submission to City Council in the near future. A complete revision of the zoning ordinance was adopted by the Planning Commission in 1964 and is soon to be submitted to City Council.

The work program proposed in this application for the development of a Comprehensive Development Plan will be carried out in the context of the previous planning efforts. However, the proposed work program will now make possible the needed updating of existing planning information,

collection of previously unavailable data, development of new and revised plans based upon more comprehensive analyses, and programming of a strategy to achieve community goals.

When the Comprehensive Development Plan has been completed, a continuing effort will be made to implement and update it. Rezoning of the entire city will be carried out according to the revised zoning ordinance and the rezoning plan described in UP205, Phase V, E. The final transportation facility proposals and information to be provided by BATS will be integrated into the Comprehensive Development Plan. (The BATS study is expected to be completed after the proposed Oakland study. Although interim information and plans from BATS will be used in developing the Oakland plan, certain revisions and additional circulation analyses by the city staff are expected to be necessary after the publication of the final BATS report.) Detailed district or neighborhood plans will be developed for adoption according to the policies established in the proposed work program for these areas. This task will be undertaken in conjunction with rezoning of the city. In addition, the data maintenance system designed for Oakland will be implemented and maintained.

Staffing

The proposed project staffing for the city departments is shown in UP205, Table II, and a summary of the staffing, in UP205, Table III.

PROJECT STAFF

Title of Position	Monthly Salary Rate	% of Working Time While Assigned To Project	Total Man-Months	No. of Positions Filled/Vacant	
1. City Planning Department					
Director of City Planning	\$1375-1525	20%	5.4	1	-
Project Director	1081-1164	100	25.0	-	1
Senior Planner	933-1004	50	13.5	1	-
Senior Planner	866- 933	100	25.0	-	1
Associate Planner	784- 888	100	51.0	1	1
Assistant Planner	660- 746	100	126.0	3	3
Draftsman	502- 528	100	49.0	-	2
Secretary-Steno	515- 541	25	6.75	1	-
Inter. Steno-Clerk	422- 455	25	6.75	1	-
Inter. Clerk	422- 455	100	52.0	-	2
Inter. Typist-Clerk	402- 444	25	6.75	1	-
Inter. Typist-Clerk	402- 433	100	21.0	-	1
Total			388.15	9	11
2. Building & Housing Department					
Urban Renewal Coordinator	1050-1150	25	6.75	1	-
Urban Renewal Representative	784- 804	100	24.0	4	-
Sr. Urban Renewal Representative	866- 888	16	1.0	1	-
Intermediate Steno-Clerk	422- 455	25	6.75	1	-
Total			38.5	7	-
3. Fire Department					
Hoseman	689- 724	25	36.0	12	-
Lieutenant	801- 841	8	6.0	6	-
Total			42.0	18	-
4. Budget & Finance Department					
Jr. Administrative Analyst	569- 613	10	2.5	1	-
Assoc. Administrative Analyst	710- 784	25	5.6	1	-
Sr. Administrative Analyst	888- 933	50	12.7	1	-
Admin. Assistant to City Manager	1108-1223	22	5.2	1	-
Intermediate Steno-Clerk	455- 490	15	3.0	1	-
Total			29.0	5	-
5. Street & Engineering Department					
Supervising Civil Engineer	1193-1254	5	1.1	1	-
Senior Engineer	1081-1136	20	4.4	1	-
Assistant Engineer	845- 888	25	3.0	1	-
Junior Engineer	693- 728	25	3.0	1	-
Engineering Aide	528- 541	30	8.0	4	-
Total			19.5	8	-

Title of Position	Monthly Salary Rate	% of Working Time While Assigned To Project	Total Man-Months	No. of Positions Filled/Vacant	
6. Traffic Engineering Department					
Associate Traffic Engineer	\$ 574- 602	20%	3.6	1	-
7. Interagency Project					
Coordinator	1333-1470	4	1.1	1	-
Research Director	1167-1285	6	2.7	1	-
Associate Research Director	1004-1029	50	12.0	-	1
Intermediate Steno-Clerk	444- 490	15	4.0	1	-
Total			19.8	3	1
8. Auditor-Controller Department					
Junior Accountant Auditor	613- 644	50	13.5	1	-
Data Processing Punch Operator	402- 412	100	6.0	-	2
Data Processing Supervisor	660- 693	100	6.0	1	-
Systems & Procedures Analyst	804- 845	50	3.0	1	-
Sr. Electronic Computer Programmer	765- 804	50	6.0	1	-
Total			34.5	4	2

UP205 - Table III

PROJECT STAFF SUMMARY

<u>Department</u>	<u>No. of Positions Filled/Vacant</u>		<u>Total Man-Months</u>	<u>Salaries & Wages*</u>
1. City Planning	9	11	388.15	\$336,541
2. Building & Housing	7	-	38.5	37,840
3. Fire	18	-	42.0	37,950
4. Budget & Finance	5	-	29.0	31,225
5. Street & Engineering	8	-	19.5	17,611
6. Traffic Engineering	1	-	3.6	4,410
7. Interagency Project	3	1	19.8	23,493
8. Auditor-Controller	<u>4</u>	<u>2</u>	<u>34.5</u>	<u>27,510</u>
Total	55	14	575.05	\$516,580

* Includes 5% annual salary increment plus 25% employee benefits.

Coordination of the Proposed Work Program with Planning Activity in the
San Francisco Area

As was mentioned in the description of the work elements, extensive coordination with other planning agencies and study groups whose efforts are relevant to the work proposed in this application is anticipated. The relation between the work program of Oakland and the activities of these other groups has been indicated in the text describing Oakland's proposed program. In summary, the work programs of ABAG, BASS, BATS, and the California State Development Plan are expected to provide portions of the information necessary to place Oakland in the larger context of the Bay Area and California. At the same time, the Oakland program will provide these groups with better information about Oakland's existing land use, its economy, and the future plans and prospects of the city. The San Francisco CRP and the work of Santa Clara County will also provide Oakland with useful information about their respective communities. The Oakland study, however, is not expected to be of significant use to the current San Francisco CRP since this latter study is almost completed.

City staff have held initial meetings with these planning agencies and study groups, and additional meetings are planned. Besides the coordinating efforts described in UP205, Phase I, B, and Phase II, C, contact with these groups is expected to be maintained throughout the work program of Oakland, by means of scheduled meetings. In addition, the groups will be provided with interim reports concerning Oakland as the

reports become available. Access to data collected by Oakland will also be provided, according to each group's program requirements.

The proposed work program for Oakland has been reviewed by BASS and a copy of this group's comments has been included as an addendum to UP205. As written comments are received from other planning groups, copies will be submitted to HHFA.

UP206 - URBAN PLANNING PROJECT BUDGET

(Copy of Form H-6703)

Line No.	Cost Classification	Budget Requested
1.	Salaries and Wages	\$ 516,580
2.	Services by Technical Consultants	520,900
3.	Services by Municipal or County Public Agencies	--
4.	Services by Other Public Agencies	24,000
5.	Travel	5,000
6.	Reproduction and Publication	36,000
7.	Other Expenses	
	a. Purchase of special materials	\$10,000
	b. Use of data processing machines	5,000
	c. Rent	15,000
	d. Office equipment and furniture rental	10,000
	e. Miscellaneous expenses	<u>10,000</u>
	Total Other Expenses	<u>50,000</u>
8.	Subtotal	\$1,152,480
9.	Project Inspection Fee	<u>3,115</u>
10.	Total Urban Planning Project Budget	\$1,155,595

UP206 - Supplement No. 1 to Project Budget

SOURCES OF FUNDS

	<u>Cash</u>	<u>Services</u>	
1. Contributor			
a. Applicant	none	\$277,499	
b. Municipal or county public agencies (same as item a)			
c. Other public agencies	none	none	
d. Other:			
Ford Foundation	<u>none</u>	<u>11,400</u>	
e. Subtotal	none	\$288,899	
2. Total Non-Federal Contribution			\$ 288,899
3. Federal Grant Requested			<u>866,696</u>
4. Total Anticipated Cash and Services (Equals Project Cost)			\$1,155,595

UP206 - Supplement No. 3 to Project Budget

EXPLANATION OF BUDGET ITEMS ON FORM H-6703

Line No. 1 - Salaries and Wages, Planning Agency's Personnel

The Planning Agency, for this application, is considered to be the City of Oakland; the salaries and wages figure for this line item thus include all personnel from the many City departments who will be participating in the project. A detailed listing of the personnel, by department, can be found in UP205, Project Staff. The following is a summary of each department's estimated involvement in the project.

SUMMARY OF SALARIES AND WAGES
BY CITY DEPARTMENT

Department	No. of Positions		No. of Man-Months	Salaries & Wages*
	Filled	Vacant		
1. City Planning	9	11	388.15	\$336,541
2. Building & Housing	7	-	38.5	37,840
3. Fire	18	-	42.0	37,950
4. Budget & Finance	5	-	29.0	31,225
5. Street & Engineering	8	-	19.5	17,611
6. Traffic Engineering	1	-	3.6	4,410
7. Interagency Project	3	1	19.8	23,493
8. Auditor-Controller	<u>4</u>	<u>2</u>	<u>34.5</u>	<u>27,510</u>
Total	55	14	575.05	\$516,580

* Includes 5% annual salary increment plus 25% employee benefits

Line No. 2 - Services by Technical Consultants

The following is a list of technical consultants and estimated cost of their services, who will be assisting the project staff on this study. (See "Tabular Summary of Work Program" in UP205 for work elements in which consultants will be involved.)

ESTIMATED COST OF
SERVICES BY TECHNICAL CONSULTANTS

1. Stanford Research Institute	\$377,500
2. Urban Design Consultant	25,000
3. Housing Consultant	25,000
4. Traffic Consultant	10,000
5. Survey Research Center (University of California)	82,200
6. Research Advisory Committee (University of California)	<u>1,200</u>
Total	\$520,900

Line No. 3 - Services by Municipal or County Public Agencies

Work performed by all City departments are included in "Line No. 1" above. No services performed by other Municipal or County Public Agencies are contemplated in this project.

Line No. 4 - Services by Other Public Agencies

This amount, \$24,000, is for services to be provided by the

UP206 - Supplement No. 3 to Project Budget (Cont.)

California State Employment Service Research Staff. (See Phase III, K, and Phase IV, H, in "Description of Work Program" in UP205 for a description of their contribution to this project.)

Line No. 5 - Travel

In view of the fact that a considerable amount of survey work is involved in this project, it is estimated that \$5,000 will be needed for travel expenses incurred by the project.

Line No. 6 - Reproduction and Publication

a. Reproduction

It is estimated that \$10,000 will be needed for blue-printing, photostating, mimeographing, and spirit duplicating services required in the preparational work maps, art work, report preparation, and staff report production.

b. Publication

It is estimated that \$26,000 will be needed for reports required for this project. Of this amount, approximately \$15,000 will be used for the final report. The remaining \$11,000 will be used for the many technical and study

reports that will emanate from the project. Although these have not been detailed as yet, it is expected that the following will be issued as a result of the first two phases of the work program:

1. An outline report listing all data sources found in the Data Availability Study.
2. A bibliography of literature pertinent to the study found in the Literature Search study.
3. A report on the preliminary determination of issues and problems in Oakland.
4. A report describing the final research program, job responsibilities and scheduling at the end of Phase II.

Line No. 7 - Other Expenses

a. Purchase of special materials

It is estimated that \$10,000 will be needed for the purchase of special study materials required for the project. The estimated prices of several of the items needed early in the project follow:

1. Purchase of special assessment data from
the County Assessor's Office \$1,000

2. Listing of employment by single establishments from California State Employment Service \$1,000
3. Purchase of Census Tapes from the U.S. Bureau of the Census 1,000
4. Aerial photographs at 1" = 200' for the City of Oakland 2,000
5. Purchase of Retail Sales data from the Board of Equalization 1,000

Several other smaller purchases will be required early in the study amounting to approximately \$1,000. The remainder of the \$10,000 will be needed for as yet unanticipated special purchases.

b. Use of Data Processing Equipment

It is anticipated that data gathered as a result of the study will be processed on the NCR equipment leased by the City of Oakland and presently housed in the Auditor-Controller Department. The Auditor-Controller charges all departments making use of this hardware at the rate of \$60 per hour (not counting personnel costs). It is estimated that better than 80 hours will be required to process the study's data.

c. Rent

Rental expenses for the project staff is a modest estimate on the basis of 150 square feet for each of the anticipated 16 project staff members at \$.25 per square foot per month. For a 24-month period, the rental figure becomes \$14,400.

d. Office Equipment and Furniture Rental Expenses

On the basis of rental information furnished by the City of Oakland's Purchasing Department the following figures for needed equipment and furniture were evolved:

No.	Item	Rental per Year (Furnished by Purchasing Dept.)	24-month period
6	Drafting Tables and Stools	\$ 72 ea.	\$ 864
12	Desks and Chairs	180 ea.	4,320
3	Manual Typewriters	75 ea.	450
2	Electric Typewriters	210 ea.	840
2	Four-drawer File Cabinets	120 ea.	480
2	Electric Adding Machines	170 ea.	680
1	Electric Calculator	420 ea.	<u>840</u>
Total			\$8,474

The remainder of the \$10,000 would be needed for unanticipated equipment as well as for smaller pieces

UP206 - Supplement No. 3 to Project Budget (Cont.)

of furniture and equipment such as lamps, typewriter stools, drafting equipment, etc.

e. Miscellaneous Expenses

This item covers other project expense items for which past budget experience of the Planning Department indicates the following figures:

Office and Technical Supplies	\$4,000
Telephone, postage, communication, etc.	4,000
Other expenses	2,000

Line No. 9 - Project Inspection Fee

The figure of \$3,115 is based on Planning Agency Letter No. 28 which specifies that the Project Inspection Fee be estimated at \$421 plus 1/4 of 1% over \$75,000.

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